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# Legislative Audit Division

State of Montana



Report to the Legislature

November 1996

## Financial-Compliance Audit

For the Two Fiscal Years Ended June 30, 1996

# State Auditor's Office

This report contains three recommendations to the office related to:

- ▶ Expenditure abatements.
- ▶ General Fund transfers.
- ▶ Reinsurance Board legislation.

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## FINANCIAL-COMPLIANCE AUDITS

Financial-compliance audits are conducted by the Legislative Audit Division to determine if an agency's financial operations are properly conducted, the financial reports are presented fairly, and the agency has complied with applicable laws and regulations. In performing the audit work, the audit staff uses standards set forth by the American Institute of Certified Public Accountants and the United States General Accounting Office. Financial-compliance audit staff members hold degrees with an emphasis in accounting. Most staff members hold Certified Public Accountant (CPA) certificates.

Government Auditing Standards, the Single Audit Act of 1984 and Amendments of 1996, and OMB Circular A-128 require the auditor to issue certain financial, internal control, and compliance reports. This individual agency audit report is not intended to comply with these reporting requirements and is therefore not intended for distribution to federal grantor agencies. The Legislative Audit Division issues a statewide biennial Single Audit Report which complies with the above reporting requirements. The Single Audit Report for the two fiscal years ended June 30, 1995 has been issued. Copies of the Single Audit Report can be obtained by contacting:

Single Audit Coordinator  
Office of Budget and Program Planning  
State Capitol  
Helena MT 59620  
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Helena MT 59620-1705  
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# MONTANA LEGISLATIVE BRANCH

*Legislative Auditor*  
Scott A. Seacat

Legal Counsel:  
John Northey



Deputy Legislative Auditors:  
Mary Bryson  
Operations and EDP Audit  
James Gillett  
Financial-Compliance Audit  
Jim Pellegrini  
Performance Audit

## LEGISLATIVE AUDIT DIVISION

November 1996

To the Legislative Audit Committee  
of the Montana State Legislature:

This is our financial-compliance audit report on the State Auditor's Office for the two fiscal years ended June 30, 1996. Included in this report are three recommendations concerning expenditure abatements, General Fund transfers, and legislation to clarify the status of the Reinsurance Board. The office's written response to the audit recommendations is included in the back of the audit report.

We thank the State Auditor and his staff for their assistance and cooperation.

Sincerely,

A handwritten signature in black ink, appearing to read "Scott A. Seacat".

Scott A. Seacat  
Legislative Auditor



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**Legislative Audit Division**

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**Financial-Compliance Audit**

**For the Two Fiscal Years Ended June 30, 1996**

**State Auditor's Office**

Members of the audit staff involved in this audit were Brenda Bokovoy,  
Cindy S. Jorgenson, Jim Manning, and Emlyn Neuman-Javornik.



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## **Elected and Administrative Officials**

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<b>State Auditor's Office</b>	Mark O'Keefe	State Auditor
	Rusty Harper	Deputy State Auditor
	Frank Cote	Deputy Insurance Commissioner
	Renee Erdmann	Acting Deputy Securities Commissioner
	John Huth	Administrator Central Administration

## **Report Summary**

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### **State Auditor's Office**

This audit report is the result of our financial-compliance audit of the State Auditor's Office for the two fiscal years ended June 30, 1996. The report contains three recommendations where the office could enhance compliance with state laws and policies.

The first recommendation addresses the improper abatement of insurance and securities examination expenditures. The report discusses understatements of amounts spent caused by a conflict between the language of the appropriation bill, which directs the office to abate the expenditures, and state law, which requires the accounting records of the state to be in accordance with generally accepted accounting principles.

The second recommendation discusses the need to develop procedures to ensure excess revenue in the Special Revenue Fund is transferred to the General Fund as required by state law. The office could enhance compliance with the law by establishing formal policies to monitor the Special Revenue Fund fund balance and make transfers on a timely basis.

The third recommendation discusses the need for legislation to clarify the legal status of the Reinsurance Board which administers the Montana Small Employer Health Reinsurance Program. This issue was a prior recommendation. In our prior audit report we noted there is a conflict in the state laws regarding whether this program is a state program, to be administered as a state agency, or a nonprofit, nonstate entity.

Office management concurred with all recommendations.

## **Report Summary**

The listing below serves as a means of summarizing the recommendations contained in the report, the office's response thereto, and a reference to the supporting comments.

<u>Recommendation #1</u>	We recommend the State Auditor's Office develop appropriate methods to ensure the financial activity related to examinations of insurance and securities companies are properly recorded on the state's accounting records. . . . .	6
	<u>State Auditor's Response:</u> Concur. See page B-3.	
<u>Recommendation #2</u>	We recommend the State Auditor's Office develop formal procedures to ensure portfolio registration fee revenue is transferred to the General Fund in a timely manner. . . . .	7
	<u>State Auditor's Response:</u> Concur. See page B-3.	
<u>Recommendation #3</u>	We recommend the State Auditor's Office seek legislation to clarify whether the Reinsurance Board is a state program or a nonprofit, nonstate entity. . . . .	9
	<u>State Auditor's Response:</u> Concur. See page B-4.	

# **Introduction**

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## **General**

We performed a financial-compliance audit of the State Auditor's Office for fiscal years 1994-95 and 1995-96. The objectives of our audit were to:

1. Determine if the office complied with applicable laws and regulations.
2. Make recommendations for improvement in the administrative and accounting controls of the office.
3. Determine if the office's financial schedules present fairly the results of operations for the two fiscal years ended June 30, 1996.
4. Determine the implementation status of prior audit recommendations.

This report contains three recommendations to the office. Other areas of concern deemed not to have a significant impact on the successful operations of the programs within the State Auditor's Office are not specifically included in the report, but have been discussed with management.

In accordance with section 5-13-307, MCA, we analyzed and disclosed the cost, if significant, of implementing the recommendations.

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## **Office Background and Organization**

The State Auditor's Office (office) was established by Article VI, Section 1 of the Montana Constitution. The State Auditor is both the ex-officio Commissioner of Insurance and the ex-officio Commissioner of Securities. The State Auditor licenses and regulates insurance companies and agents within the state, and regulates and registers securities dealers.

The office is organized as follows:

1. The Central Administration Division is responsible for the administrative, budgeting, personnel, and accounting functions of the office.

## **Introduction**

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2. The Insurance Division regulates the insurance industry in Montana. Its duties include: resolving insurance consumer inquiries and complaints involving agents, coverage, and companies; licensing and reviewing the market and financial condition of insurance companies; collecting the insurance premium tax; reviewing all rates and forms used by insurance companies; licensing, testing, and administering a continuing education program for all agents seeking to conduct insurance business in the state; and investigating insurance code and rule violations.
3. The Securities Division is responsible for the administration and enforcement of the Securities Act of Montana. The division is responsible for the registration of securities issuers, salespeople, investment advisers, broker-dealers, and investment adviser representatives. Additionally, it investigates instances of unregistered or fraudulent securities transactions.

The office is responsible for distributing a portion of insurance premium taxes to the Montana Public Employees' Retirement Division and to fire and police departments in qualifying Montana cities and towns. The office also distributes federal forest reserve moneys to Montana counties.

Effective July 1, 1995, responsibility for the state warrant writing system and bad debt collection function was transferred to the Department of Administration.

## Prior Audit Recommendations

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### Prior Audit Recommendations

We performed the prior financial-compliance audit of the office for the two fiscal years ended June 30, 1994. The report contained seven recommendations to the office. During the current audit, we determined the office implemented six of the seven recommendations. The recommendation not implemented deals with legislation regarding the Reinsurance Board and is discussed on page 7.



# **Findings and Recommendations**

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## **State Compliance**

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### **Abatement of Examination Expenditures (Off Budget vs. Off Book)**

We reviewed state laws pertaining to the office. The following sections discuss instances where the office could enhance compliance with laws and state policies or clarify issues noted during the audit.

State law requires the State Auditor's Office to conduct examinations of insurance companies and securities companies doing business in the state. In our financial-compliance audit for the two fiscal years ended June 30, 1992, we determined that expenses related to these examinations were not recorded on the state's accounting records. The office corrected the problem and properly recorded these expenditures through fiscal 1994-95. However in fiscal 1995-96, the office abated these expenditures because of language contained in The General Appropriations Act of 1995 (House Bill 2). The appropriation act states, "The state auditor shall charge companies directly for examinations and abate expenditures."

The appropriation bill language conflicts with section 17-1-102 (2), MCA, and state accounting policy (Management Memo 2-94-2). State law requires the accounting records of the state will show the receipt, use, and disposition of all funds in accordance with generally accepted accounting principles. The Attorney General stated in Volume 39, Number 25, Opinions of the Attorney General, that "Appropriation bills should not be held to amend substantive statutes by implication."

Determining whether this activity should be budgeted (requiring an appropriation) or nonbudgeted is a budgetary policy decision for the legislature. However, the question of this activity being recorded on the state's accounting records is a matter of state law and generally accepted accounting principles. By abating expenditures the office is understating the costs associated with the insurance and securities programs on the state's accounting records (SBAS). The abatement of expenditures also understates revenues collected from the companies. The money received from the insurance companies should be recorded as revenue.

We determined the office improperly abated expenditures of approximately \$98,165 in the two programs during fiscal 1995-96.

## Findings and Recommendations

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The abatements by program were \$90,815 in the insurance program and \$7,350 in the securities program. In order to comply with state law and policy, the office should record all costs associated with the examination of insurance and securities companies as expenditures and all reimbursements received as revenue.

Office officials stated they were unsure who initially proposed the idea to abate expenditures, but said it came up in discussions during the appropriations hearings in the last legislative session.

### **Recommendation #1**

**We recommend the State Auditor's Office develop appropriate methods to ensure the financial activity related to examinations of insurance and securities companies are properly recorded on the state's accounting records.**

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### **Transfers to the General Fund**

Portfolio registration fees are fees collected from the registration of securities offered for sale in the state. Section 30-10-115, MCA, requires the office to transfer any excess revenues from the portfolio registration fees to the General Fund. We noted the office could enhance compliance with the law by developing formal procedures for monitoring and making transfers to the General Fund. The following schedule reflects the activity and transfers for the portfolio registration program since its inception in fiscal 1993-94.

Fiscal Year	Excess Revenues over Expenditures	Transferred to General Fund	Number of transfers	Ending Fund Balance
1993-94	\$1,024,735	\$1,220,400	two	(\$135,599) <sup>1</sup>
1994-95	\$1,333,828	\$420,000	one	\$912,828
1995-96	\$1,527,544	\$1,911,627	two	\$527,545

<sup>1</sup> Transfer amount was not calculated correctly, resulting in too much being transferred, resulting in the negative fund balance.

## **Findings and Recommendations**

Office personnel stated they do not monitor the portfolio fee activity on a regular basis, but have an informal system to monitor the activity and make a transfer approximately twice a year. They do not transfer all of the fund balance at one time because the revenue is cyclical. Most of the fees are collected during the fall months.

The office's budgeted expenditures from these fees were \$80,228 for fiscal 1993-94, \$64,411 for fiscal 1994-95 and \$83,096 for fiscal 1995-96. The fiscal year 1994-95 and 1995-96 ending fund balances greatly exceed amounts necessary to fund the operations for the succeeding year. Failure to properly transfer the excess revenue understated the state General Fund balance by approximately \$829,621 and \$441,904 at June 30, 1995 and 1996, respectively.

Based on the excess of revenues over expenditures and the fund balances noted above, the office could improve compliance with the law by increasing the General Fund transfer and making it more timely. The office could accomplish this by comparing the level of expenditures with the amount and timing of the fee revenue. After the majority of the fees are collected in the fall, the fund balance should approximate the remaining unexpended appropriation balance for the current fiscal year. By comparing expenditure activity to the revenue cycle the office could develop a plan to retain fees sufficient to meet the immediate operating needs of the program.

### **Recommendation #2**

**We recommend the State Auditor's Office develop formal procedures to ensure portfolio registration fee revenue is transferred to the General Fund in a timely manner.**

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### **Reinsurance Board Legislation**

Our prior audit discussed the Reinsurance Board created under section 33-22-1818, MCA. We noted there is a conflict in the state laws regarding the Montana Small Employer Health Reinsurance Program administered by the Board. We recommended that legislation be enacted to clarify whether this is a state program, to be administered as a state agency, or a nonprofit, nonstate entity.

## **Findings and Recommendations**

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Office officials concurred with the recommendation, stating the Board should be a nonprofit, nonstate entity. They also stated they would seek legislation to clarify this position. However, officials stated during the current audit they thought they had gained clarification through the budgeting process. The majority of the activity is “off-book” which they believe makes the reinsurance board a “non-state” entity.

The conflict in the law arises in the language regarding the selection of the Board. The Board consists of nine members appointed by the State Auditor plus the commissioner or his designated representative who shall serve as an ex officio member of the Board. A vacancy on the Board must be filled by the commissioner and the commissioner may remove a board member for cause. The Board must submit a plan of operations to the commissioner subject to his approval. This language indicates the Board is under the direct control of the commissioner and should be considered a state agency. Under these circumstances, where the Board is under the direct control of the commissioner, generally accepted accounting principles require that the financial activity of the Board be included and reported in the accounting records for the office.

However, section 33-22-1818, MCA, provides in part:

“(1)There is a nonprofit entity to be known as the Montana small employer health reinsurance program.”

The legislature did not denominate the program as a state program or state agency, but rather a “nonprofit entity.”

Section 33-22-1819, MCA, provides in part:

“(4)The program has the general powers and authority granted under the laws of this state to insurance companies and health maintenance organizations . . .

(11)The program is exempt from taxation.”

By giving the program the general powers and duties of an insurance company the legislature is treating the program as a private

## **Findings and Recommendations**

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insurance carrier. The fact the legislature exempted the program from taxation indicates the legislature believed the program could be taxed as a private insurance carrier without the exemption. These factors indicate the program should be considered a “nonstate” entity.

Because the office did not implement the prior recommendation, we repeat it in this report.

### **Recommendation #3**

**We recommend the State Auditor’s Office seek legislation to clarify whether the Reinsurance Board is a state program or a nonprofit, nonstate entity.**



# **Independent Auditor's Report & Agency Financial Schedules**

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# MONTANA LEGISLATIVE BRANCH

Legislative Auditor  
Scott A. Seacat

Legal Counsel:  
John Northey



Deputy Legislative Auditors:  
Mary Bryson  
Operations and EDP Audit  
James Gillett  
Financial-Compliance Audit  
Jim Pellegrini  
Performance Audit

## LEGISLATIVE AUDIT DIVISION

### INDEPENDENT AUDITOR'S REPORT

The Legislative Audit Committee  
of the Montana State Legislature:

We have audited the accompanying financial schedules of the State Auditor's Office for each of the two fiscal years ended June 30, 1995 and 1996, as shown on pages A-5 through A-19. The information contained in these financial schedules is the responsibility of the office's management. Our responsibility is to express an opinion on these financial schedules based on our audit.

We conducted our audit in accordance with generally accepted auditing standards. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial schedules are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosure in the financial schedules. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial schedule presentation. We believe that our audit provides a reasonable basis for our opinion.

As described in note 1, the financial schedules are presented on a comprehensive basis of accounting other than generally accepted accounting principles. The schedules are not intended to be a complete presentation and disclosure of the office's assets, liabilities, and cashflows.

In our opinion, the financial schedules referred to above present fairly, in all material respects, the results of operations and changes in fund balances of the State Auditor's Office for the two fiscal years ended June 30, 1995 and 1996, in conformity with the basis of accounting described in note 1.

Respectfully submitted,

A handwritten signature in black ink that reads "James Gillett".

James Gillett, CPA  
Deputy Legislative Auditor

August 8, 1996



**STATE AUDITOR'S OFFICE**  
**SCHEDULE OF CHANGES IN FUND BALANCES & PROPERTY HELD IN TRUST**  
**FOR THE TWO FISCAL YEARS ENDED JUNE 30, 1996**

	General Fund	Special Revenue Funds	Internal Service Funds	Agency Funds	Expendable Trust Funds <sup>2</sup>
FUND BALANCE: July 1, 1994	\$ 0	\$ 511,464	\$ 49,220	\$ 174,495	\$ 0
PROPERTY HELD IN TRUST: July 1, 1994					
<b>ADDITIONS:</b>					
<b>Fiscal Year 1994-95</b>					
Budgeted Revenues & Transfers In	27,741,462	25,626,108	135,602		
Nonbudgeted Revenues & Transfers In					225,826
Prior Year Revenue Adjustments		3,500			
Prior Year Expenditure Adjustments	3,488	3,447	315		
Direct Entries to Fund Balance	2,535				187,055
Additions to Property Held in Trust				3,184,612 <sup>1</sup>	
<b>Fiscal Year 1995-96</b>					
Budgeted Revenues & Transfers In	29,595,069	11,902,952			
Prior Year Revenue Adjustments		4,856			
Direct Entries to Fund Balance	1,911,627		7,852		
Additions to Property Held in Trust				10,678,593 <sup>1</sup>	
Total Additions	<u>59,254,181</u>	<u>37,540,863</u>	<u>143,769</u>	<u>13,863,205</u>	<u>412,881</u>
<b>REDUCTIONS</b>					
<b>Fiscal Year 1994-95</b>					
Budgeted Expenditures & Transfers Out	2,083,443	25,193,754	191,336		
Support to State of Montana	24,393,151				
Nonbudgeted Expenditures & Transfers Out			1,653		211,976
Cash Transfers Out		75,254			
Direct Entries to Fund Balance		284,400			
Prior Year Revenue Adjustments	1,270,891				3,251,840 <sup>1</sup>
Reductions to Property Held in Trust					
<b>Fiscal Year 1995-96</b>					
Budgeted Expenditures & Transfers Out	2,093,038	10,437,242			
Support to State of Montana	29,253,574				
Nonbudgeted Expenditures & Transfers Out		34,282			
Prior Year Expenditure Adjustments	2,349				
Cash Transfers Out		1,307			
Direct Entries to Fund Balance		1,911,627			200,905
Prior Year Revenue Adjustments	157,735				
Reductions to Property Held in Trust					
Total Reductions	<u>59,254,181</u>	<u>37,937,866</u>	<u>192,989</u>	<u>10,785,860</u>	<u>412,881</u>
FUND BALANCE: June 30, 1996	\$ 0	\$ 114,461	\$ 0	\$ 0	\$ 0
PROPERTY HELD IN TRUST: June 30, 1996					

<sup>1</sup> See note 8 on page A-19.

<sup>2</sup> See note 5 on page A-18.

This schedule is prepared from the Statewide Budgeting & Accounting System. Additional information is provided in the notes to the financial schedules beginning on page A-15.



**STATE AUDITOR'S OFFICE**  
**SCHEDULE OF TOTAL REVENUES, TRANSFERS IN & OTHER ADDITIONS**  
**FOR THE FISCAL YEAR ENDED JUNE 30, 1996**

	General Fund	Special Revenue Funds	Total
<b>TOTAL REVENUES BY CLASS</b>			
Licenses & Permits	\$ 6,199,826	\$ 2,062,662	\$ 8,262,488
Taxes	23,118,835	9,808,124	32,926,959
Investment Earnings			
Fines & Forfeits	118,673	2,022	120,695
Grants, Contracts & Donations		35,000	35,000
Federal <sup>1</sup>			
Total Revenues	<u>29,437,334</u>	<u>11,907,809</u>	<u>41,345,142</u>
Less: Nonbudgeted Revenues	(1)	1	0
Prior-Year Revenue Adjustments	<u>(157,735)</u>	<u>4,856</u>	<u>(152,879)</u>
Actual Budgeted Revenues	29,595,069	11,902,952	41,498,021
Estimated Revenues	<u>29,558,729</u>	<u>26,494,745</u>	<u>56,053,474</u>
Budgeted Revenues Over(Under) Estimated	<u>\$ 36,340</u>	<u>\$ (14,591,793)</u>	<u>\$ (14,555,453)</u>
<b>BUDGETED REVENUES OVER(UNDER) ESTIMATED BY CLASS</b>			
Licenses & Permits	\$ 818,742	\$ 61,060	\$ 879,802
Taxes	(846,074)	125	(845,949)
Investment Earnings		(150,000)	(150,000)
Fines & Forfeits	63,672	(2,978)	60,694
Federal <sup>1</sup>		(14,500,000)	(14,500,000)
Budgeted Revenues Over(Under) Estimated	<u>\$ 36,340</u>	<u>\$ (14,591,793)</u>	<u>\$ (14,555,453)</u>

<sup>1</sup> See note 7 on page A-19.

This schedule is prepared from the Statewide Budgeting & Accounting System. Additional information is provided in the notes to the financial schedules beginning on page A-15.



STATE AUDITOR'S OFFICE  
SCHEDULE OF TOTAL REVENUES, TRANSFERS IN & OTHER ADDITIONS  
FOR THE FISCAL YEAR ENDED JUNE 30, 1995

	General Fund	Special Revenue Funds	Internal Service Funds <sup>1</sup>	Expendable Trust Funds <sup>1</sup>	Total
<b>TOTAL REVENUES BY CLASS</b>					
Licenses & Permits	\$ 5,857,412	\$ 1,940,121			\$ 7,797,533
Taxes	20,570,691	8,523,659			29,094,350
Charges for Services		521,524	\$ 135,602		657,126
Investment Earnings		149,437			149,437
Fines & Forfeits	42,468	12,586			55,054
Grants, Contracts & Donations				\$ 225,826	225,826
Federal					14,482,281
Total Revenues	<u>26,470,571</u>	<u>25,629,608</u>	<u>135,602</u>	<u>225,826</u>	<u>52,461,607</u>
Less: Nonbudgeted Revenues			(0)	225,826	225,826
Prior-Year Revenue Adjustments	(1,270,891)	3,500			(1,267,391)
Actual Budgeted Revenues	<u>27,741,462</u>	<u>25,626,108</u>	<u>135,602</u>		<u>53,503,172</u>
Estimated Revenues	<u>25,306,500</u>	<u>24,730,896</u>	<u>197,205</u>		<u>50,234,601</u>
Budgeted Revenues Over(Under) Estimated	<u>\$ 2,434,962</u>	<u>\$ 895,212</u>	<u>\$ (61,603)</u>	<u>\$ 0</u>	<u>\$ 3,268,571</u>
<b>BUDGETED REVENUES OVER(UNDER) ESTIMATED BY CLASS</b>					
Licenses & Permits	\$ 894,240	\$ 430,398			\$ 1,324,638
Taxes	1,553,254	(45,967)			1,507,287
Charges for Services		(13,522)	\$ (61,603)		(75,125)
Investment Earnings		39,436			39,436
Fines & Forfeits	(12,532)	2,586			(9,946)
Federal		482,281			482,281
Budgeted Revenues Over(Under) Estimated	<u>\$ 2,434,962</u>	<u>\$ 895,212</u>	<u>\$ (61,603)</u>		<u>\$ 3,268,571</u>

<sup>1</sup> See note 5 on page A-18.

<sup>2</sup> See note 7 on page A-19.

This schedule is prepared from the Statewide Budgeting & Accounting System. Additional information is provided in the notes to the financial schedules beginning on page A-15.



STATE AUDITOR'S OFFICE  
SCHEDULE OF TOTAL EXPENDITURES, TRANSFERS OUT, & OTHER REDUCTIONS BY OBJECT BY PROGRAM  
FOR THE FISCAL YEAR ENDED JUNE 30, 1996

	Central Management	Insurance	Securities	Local Assistance Distributions <sup>1</sup>	Pension Adj Retired Firemen <sup>1</sup>	Total
<b>PROGRAM EXPENDITURES BY OBJECT</b>						
Personal Services						
Salaries	\$ 215,967	\$ 1,097,822	\$ 254,351		\$ 1,568,140	
Employee Benefits	53,927	274,840	64,127		392,894	
Total	<u>269,894</u>	<u>1,372,662</u>	<u>318,478</u>		<u>1,961,034</u>	
Operating Expenses						
Services	14,824	145,499	27,618		187,941	
Supplies & Materials	14,344	66,281	13,444		94,069	
Communications	7,870	130,395	19,198		157,463	
Travel	1,168	36,333	9,701		47,202	
Rent	9,747	39,614	10,993		60,354	
Repair & Maintenance	2,182	4,813	1,191		8,186	
Other Expenses	617	39,956	4,924		45,497	
Total	<u>50,752</u>	<u>462,891</u>	<u>87,069</u>		<u>600,712</u>	
Equipment and Intangible Assets						
Equipment		30,104	28,926		59,030	
Total		<u>30,104</u>	<u>28,926</u>		<u>59,030</u>	
Local Assistance						
From Federal Sources						
From Other Income Sources					\$ 1,050,286	\$ 9,946,135
Total					<u>8,895,849</u>	<u>9,946,135</u>
Total Program Expenditures	<u>\$ 320,646</u>	<u>\$ 1,865,657</u>	<u>\$ 434,473</u>	<u>\$ 8,895,849</u>	<u>\$ 1,050,286</u>	<u>\$ 12,566,911</u>
<b>PROGRAM EXPENDITURES BY FUND</b>						
General Fund						
Special Revenue Fund	\$ 296,395	\$ 1,437,970	\$ 361,021		\$ 2,095,386	
Total Program Expenditures	24,251	427,687	73,452	\$ 8,895,849	1,050,286	10,471,525
	<u>320,646</u>	<u>1,865,657</u>	<u>434,473</u>	<u>8,895,849</u>	<u>1,050,286</u>	<u>12,566,911</u>
Less: Nonbudgeted Expenditures		34,282			34,282	
Prior-Year Expenditure Adjustments		2,535	(186)		2,349	
Budgeted Expenditures	320,646	1,828,840	434,659	\$ 8,895,849	1,050,286	12,530,280
Actual Budget Authority	324,494	1,871,573	439,840	8,896,000	1,150,000	12,681,907
Unspent Budget Authority	<u>3,848</u>	<u>42,733</u>	<u>5,181</u>	<u>\$ 151</u>	<u>\$ 99,714</u>	<u>\$ 151,627</u>
<b>UNSPENT BUDGET AUTHORITY BY FUND</b>						
General Fund						
Special Revenue Fund	\$ 3,848	\$ 42,623	\$ 5,070		\$ 51,541	
Unspent Budget Authority		110	111	\$ 151	99,714	100,086
	<u>\$ 3,848</u>	<u>\$ 42,733</u>	<u>\$ 5,181</u>	<u>\$ 151</u>	<u>\$ 99,714</u>	<u>\$ 151,627</u>

<sup>1</sup> See note 6 page A-18.

This schedule is prepared from the Statewide Budgeting & Accounting System. Additional information is provided in the notes to the financial schedules beginning on page A-15.



**STATE AUDITOR'S OFFICE**  
**SCHEDULE OF TOTAL EXPENDITURES, TRANSFERS OUT, & OTHER REDUCTIONS BY OBJECT BY PROGRAM**  
**FOR THE FISCAL YEAR ENDED JUNE 30, 1995**

PROGRAM EXPENDITURES BY OBJECT	Central Management	Insurance	Securities	Local Assistance Distributions <sup>2</sup>	Federal Forest Reserve Funds <sup>1</sup>	Pension Adj Retired Firemen <sup>2</sup>	Fiscal Control And Management	Total
<b>Personal Services</b>								
Salaries	\$ 210,692	\$ 967,511	\$ 268,407				\$ 293,881	\$ 1,740,491
Employee Benefits	56,572	249,399	69,481				85,875	461,327
Personal Services-Other							1,654	1,654
<b>Total</b>	<b>267,264</b>	<b>1,216,910</b>	<b>337,888</b>				<b>381,410</b>	<b>2,203,472</b>
<b>Operating Expenses</b>								
Services	14,713	118,734	15,955				184,472	333,874
Supplies & Materials	12,507	136,761	17,568				22,999	189,835
Communications	8,681	87,450	16,616				337,335	450,082
Travel	1,920	34,142	2,865				(74)	38,853
Rent	8,472	33,477	9,559				13,770	65,278
Repair & Maintenance	1,121	3,742	2,982				17,658	25,503
Other Expenses	1,978	19,045	2,840				477	24,340
<b>Total</b>	<b>49,392</b>	<b>433,351</b>	<b>68,385</b>				<b>576,637</b>	<b>1,127,765</b>
<b>Equipment and Intangible Assets</b>								
Equipment	1,598	67,964	1,934				9,857	81,353
<b>Total</b>	<b>1,598</b>	<b>67,964</b>	<b>1,934</b>				<b>9,857</b>	<b>81,353</b>
<b>Local Assistance</b>								
From Federal Sources					\$ 14,631,717			14,631,717
From Other Income Sources					\$ 8,306,680	\$ 1,111,949		9,418,629
<b>Total</b>					<b>8,306,680</b>	<b>14,631,717</b>	<b>1,111,949</b>	<b>24,050,346</b>
<b>Transfers</b>								
Accounting Entity Transfers							211,976	211,976
<b>Total</b>							<b>211,976</b>	<b>211,976</b>
<b>Total Program Expenditures</b>	<b>\$ 318,254</b>	<b>\$ 1,718,225</b>	<b>\$ 408,207</b>	<b>\$ 8,306,680</b>	<b>\$ 14,631,717</b>	<b>\$ 1,111,949</b>	<b>\$ 1,179,880</b>	<b>\$ 27,674,912</b>
<b>PROGRAM EXPENDITURES BY FUND</b>								
General Fund	\$ 301,643	\$ 1,198,171	\$ 343,796				\$ 236,345	\$ 2,079,955
Special Revenue Fund	16,468	520,054	64,411	\$ 8,306,680	\$ 14,631,717	\$ 1,111,949	539,028	25,190,307
Internal Service Fund	143						192,531	192,674
Expendable Trust Fund							211,976	211,976
<b>Total Program Expenditures</b>	<b>318,254</b>	<b>1,718,225</b>	<b>408,207</b>	<b>8,306,680</b>	<b>14,631,717</b>	<b>1,111,949</b>	<b>1,179,880</b>	<b>27,674,912</b>
Less: Nonbudgeted Expenditures							213,629	213,629
Prior-Year Expenditure Adjustments	(319)	(4,401)	(1,891)	(307)			(331)	(7,249)
Budgeted Expenditures	<b>318,573</b>	<b>1,722,626</b>	<b>410,098</b>	<b>8,306,987</b>	<b>14,631,717</b>	<b>1,111,949</b>	<b>966,582</b>	<b>27,468,532</b>
Actual Budget Authority	<b>325,375</b>	<b>1,738,746</b>	<b>410,348</b>	<b>8,306,988</b>	<b>15,000,000</b>	<b>1,111,950</b>	<b>971,284</b>	<b>27,864,691</b>
Unspent Budget Authority	<b>\$ 6,802</b>	<b>\$ 16,120</b>	<b>\$ 250</b>	<b>\$ 1</b>	<b>\$ 368,283</b>	<b>\$ 1</b>	<b>\$ 4,702</b>	<b>\$ 396,159</b>
<b>UNSPENT BUDGET AUTHORITY BY FUND</b>								
General Fund		\$ 16,120	\$ 249				\$ 89	\$ 16,458
Special Revenue Fund			1	\$ 1	\$ 368,283	\$ 1	1,227	369,513
Internal Service Fund	\$ 6,802						3,386	10,188
Unspent Budget Authority	<b>\$ 6,802</b>	<b>\$ 16,120</b>	<b>\$ 250</b>	<b>\$ 1</b>	<b>\$ 368,283</b>	<b>\$ 1</b>	<b>\$ 4,702</b>	<b>\$ 396,159</b>

<sup>1</sup> See note 7 on page A-19.

<sup>2</sup> See note 6 on page A-18.

This schedule is prepared from the Statewide Budgeting & Accounting System. Additional information is provided in the notes to the financial schedules beginning on page A-15.



# **Notes to the Financial Schedules**

## **For the Two Fiscal Years Ended June 30, 1996**

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### **1. Summary of Significant Accounting Policies**

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#### **Basis of Accounting**

The office uses the modified accrual basis of accounting, as defined by state accounting policy, for its Governmental, Expendable Trust and Agency Funds. In applying the modified accrual basis, the office records:

Revenues when it receives cash or when receipts are measurable and available to pay current period liabilities.

Expenditures for valid obligations when the department incurs the related liability and it is measurable.

State accounting policy also requires the office to record the cost of employees' annual leave and sick leave when used or paid.

The office uses accrual basis accounting for its Proprietary Fund. Under the accrual basis, as defined by state accounting policy, the office records revenues in the accounting period earned if measurable and records expenses in the period incurred, if measurable.

Expenditures and expenses may include: entire budgeted service contracts even though the office received the services in a subsequent fiscal year; goods ordered with a purchase order before fiscal year-end, but not received as of fiscal year-end; and equipment ordered with a purchase order before fiscal year-end.

#### **Basis of Presentation**

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The financial schedule format is in accordance with the policy of the Legislative Audit Committee. Effective July 1, 1996 the Legislative Audit Committee approved a new financial schedule presentation for agency audit reports. The new format includes nonbudgeted revenues and expenditures activity, as well as, all prior year adjustments for all financial schedules presented. In addition, financial activity for agency funds, if applicable to the agency, is included in the Schedule of Changes in Fund Balance and Property Held in Trust. The financial schedules included in this report are presented according to the revised format.

## **Notes to the Financial Schedules**

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The financial schedules are prepared from the Statewide Budgeting and Accounting System without adjustment except for agency funds which are adjusted to reflect the additions and reductions to property held in trust. Accounts are organized in funds according to state law. The office uses the following funds:

### **Governmental Funds**

**General Fund** - to account for all financial resources except those required to be accounted for in another fund. The following divisions are funded in part by General Fund moneys: Central Administration, Insurance, Securities, and Fiscal Control and Management. The Fiscal Control & Management division included the Warrant Writer function in fiscal year 1994-95. Effective July 1, 1995, Warrant Writer moved to the Department of Administration.

**Special Revenue Fund** - to account for proceeds of specific revenue sources legally restricted to expenditures for specific purposes. Office Special Revenue Funds include certain Insurance and Securities Division activity. This includes the Firemen's and Municipal Police Officers' Pension Tax, Fire Prevention and Investigation Tax, Insurance Industry Continuing Education Program, and Securities Portfolio Registration Program. During fiscal year 1994-95, the office also recorded the receipt and disbursement of Federal Forest Reserve Funds to Montana counties in the Special Revenue Fund.

### **Proprietary Funds**

**Internal Service Fund** - to account for providing goods or services to other agencies or departments on a cost-reimbursement basis. The office Internal Service Fund accounts for the cost of administering the Bad Debt Collections System, which was funded through a percentage of the bad debt collections made on behalf of state agencies. Effective July 1, 1995, the Bad Debt Collection System moved to the Department of Administration.

### **Fiduciary Funds**

**Trust and Agency Funds** - to account for assets held by the state in a trustee capacity or as an agent for individuals, private organizations, other governments or other funds. Office fiduciary funds include Agency and Expendable Trust Funds.

## **Notes to the Financial Schedules**

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During fiscal year 1994-95, the Agency Fund accounted for the bad debt receipts and disbursements made on behalf of other agencies and general warrant functions. Effective July 1, 1995, both activities moved to the Department of Administration. In fiscal year 1995-96 the Agency Fund accounted for Federal Forest Reserve Fund activity. The Expendable Trust Fund accounts for stale dated warrants. This function also transferred to the Department of Administration on July 1, 1995. The related accounting transactions were finalized by June 30, 1996.

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### **2. Annual and Sick Leave**

Employees at the office accumulate both annual and sick leave. The office pays employees for 100 percent of unused annual and 25 percent of unused sick leave credits upon termination. Accumulated unpaid liabilities for annual and sick leave are not reflected in accompanying financial schedules. In the Proprietary Funds, the increase in annual and 25 percent of the increase in sick leave are recognized as nonbudgeted expenses when the related liability is recorded at year end. The office absorbs expenditures for termination pay in its annual operational costs. At June 30, 1995 and at June 30, 1996, the office had a liability of \$200,468 and \$207,535, respectively.

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### **3. Pension Plan**

Employees are covered by the Montana Public Employees' Retirement System (PERS). The office's contribution to PERS was \$116,178 in fiscal year 1994-95 and \$105,641 in fiscal year 1995-96.

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### **4. General Fund Balance**

The General Fund is a statewide fund. Each agency does not have a separate General Fund since its only authority is to pay obligations from the statewide General Fund within their appropriation limits. Thus, on an agency's schedules, the General Fund beginning and ending fund balance will always be zero.

## **Notes to the Financial Schedules**

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5. **Reorganization**
- The Warrant Writer and Bad Debt Collection Systems moved to the Department of Administration on July 1, 1995. The financial activity for these systems was recorded in the Fiscal Control and Management Program and was allocated among the General, Special Revenue, and Internal Service Funds.
- In addition to the Warrant Writer and Bad Debt Collection Systems, the Department of Administration became responsible for certain related SBAS accounts. These include the general warrant, stale dated warrant, and bad debt receipts and disbursements accounts. These accounts were previously recorded in the Agency and Expendable Trust Funds.
6. **Local Assistance Distributions**
- In accordance with state law the office collects Fire Prevention & Investigation, Firemen's Pension, and Premium Taxes on insurance premiums written in the state of Montana. The Fire Prevention & Investigation Tax is distributed to cities and towns within Montana having a fire department relief association. The moneys are intended for the benefit and use of the association. The Firemen's Pension Tax is also distributed to cities and towns having fire department relief associations. This tax is used to finance pension payments made to retired firefighters. A portion of the Premium Tax is used to fund the Municipal Police Officers' Retirement System.
- The above described distributions are recorded as Local Assistance Distributions on the Schedule of Total Expenditures by Object by Fund. The Firemen's Pension Tax distribution amounted to \$1,111,949 in fiscal year 1994-95 and \$1,050,286 in fiscal year 1995-96. The distribution for the Fire Prevention and Investigation Tax and the Municipal Police Officers' Retirement System totaled \$8,306,680 and \$8,895,849 in fiscal years 1994-95 and 1995-96, respectively.

## Notes to the Financial Schedules

7. **Federal Forest Reserve Funds** The office receives Federal Forest Reserve Funds from the U.S. Department of Agriculture. This revenue is derived from timber sales, grazing fees, land use fees, recreation charges, utility fees, mineral revenues, and admission and user fees related to National Forest land located in Montana. The office distributes these funds plus the related investment earnings to counties in accordance with the requirements of section 17-3-212, MCA. During fiscal year 1994-95, this activity was recorded in the Special Revenue Fund. Effective in fiscal year 1995-96, this activity is recorded in the Agency Fund. The distribution totaled \$14,631,717 and \$10,673,874 in fiscal years 1994-95 and 1995-96, respectively.
8. **Agency Fund** The office uses the Agency Fund to account for assets held by the office in a trustee capacity for other state agencies or local governments. The types and amounts of activity accounted for in the Agency Fund are outlined below:
- Additions to Property Held in Trust:
- Fiscal Year 1994-95
- |                      |              |
|----------------------|--------------|
| Bad Debt Collections | \$ 3,184,612 |
|----------------------|--------------|
- Fiscal Year 1995-96
- |   |                     |
|---|---------------------|
| Federal Forest Reserve Fund Receipts      | 10,673,874          |
| Bad Debt Collections                      | 794                 |
| Fraud Symposium Receipts                  | <u>3,925</u>        |
| Total Additions to Property Held in Trust | <u>\$13,863,205</u> |
- Reductions to Property Held in Trust:
- Fiscal Year 1994-95
- |                        |              |
|------------------------|--------------|
| Bad Debt Disbursements | \$ 3,251,840 |
|------------------------|--------------|
- Fiscal Year 1995-96
- |  |                     |
|--|---------------------|
| Federal Forest Reserve Fund Disbursements  | 10,673,874          |
| Bad Debt Disbursements                     | 108,061             |
| Fraud Symposium Disbursements              | <u>3,925</u>        |
| Total Reductions to Property Held in Trust | <u>\$14,037,700</u> |



## **Agency Response**

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STATE AUDITOR  
STATE OF MONTANA

Mark O'Keefe  
STATE AUDITOR



COMMISSIONER OF INSURANCE  
COMMISSIONER OF SECURITIES

October 30, 1996

OCT 31 1996

Mr. Scott A. Seacat  
Legislative Auditor  
Office of the Legislative Auditor  
State Capitol  
P.O. Box 201705  
Helena, MT 59620-1705

Dear Mr. Seacat:

We have reviewed your financial compliance audit for the two fiscal years ended June 30, 1996. Our response to each audit recommendation follows:

Recommendation #1:

We recommend the State Auditor's Office develop appropriate methods to ensure the financial activities related to examinations of insurance and securities companies are properly recorded on the state's accounting records.

Agency Response:

We concur and will seek legislative authority for these expenditures.

Recommendation #2:

We recommend the State Auditor's Office develop formal procedures to ensure portfolio registration fee revenue is transferred to the General Fund in a timely manner.

Agency Response:

We concur. The State Auditor's Office will develop procedures to transfer these fees based upon a cash need basis. A schedule of transfers to the General Fund will be implemented.

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Mr. Scott A. Seacat  
Page 2  
October 30, 1996

Recommendation #3:

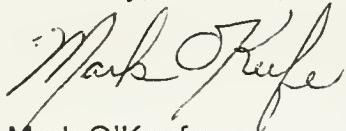
We recommend the State Auditor's Office seek legislation to clarify whether the Reinsurance Board is a state program or a nonprofit, nonstate entity.

Agency Response:

We concur. The State Auditor's Office will work with the Board of Montana Small Employer Health Carrier Reinsurance Program to seek legislation that will clarify whether the Reinsurance Program is a state program or a nonprofit, nonstate entity.

I would like to thank your staff for their time and effort during this audit. They were very helpful addressing issues that concerned my staff and pointing out areas that need improvement.

Sincerely,



Mark O'Keefe  
State Auditor

MO/jhn



